The Beacon

By and for emergency responders

THE NATIONAL GUARD AND EMERGENCY MANAGEMENT, PART II

This is the second in a series of articles describing the relationship between the National Guard of the States and Territories and the State and Federal governments in emergency management. The first installment described the constitutional authorities of the Guard, its dual federal/state status, and its function in a State Active Duty (SAD) status.

The National Guard of the individual states and territories is under the command and control of the governor, who exercises his or her authority through the Adjutant General. Of course, there is one exception, Washington, DC, which will be addressed separately.

The Adjutant General (AG) is a state employee, appointed to office by the governor, and usually holds the rank of Major General (2 stars) within the state or territory. The AG's term of office typically coincides with that of the appointing governor, although he or she may be reappointed by a new administration. As always, there are exceptions. In South Carolina, the AG is elected by popular vote, while in Vermont and Guam, the AG is elected by a legislative vote.

The District of Columbia does not have an Adjutant General, rather a Commanding General. Since DC does not have a governor, the Commanding General is appointed by the President and reports directly to the Secretary of the Army. By order of General Order #12, paragraph 19b, August 1995, the Secretary of the Army retains personal oversight of the DC National Guard.

This does not mean that just anyone can run for the office in those exception states. The minimum requirement is to either currently be or at one time in the past, have been a federally-recognized lieutenant colonel. It is not a requirement to be an active, serving member of the National Guard and the AG can be either an Army or Air National Guard member. For example, the current AG of Massachusetts retired from active status as a federally-recognized Air Force brigadier general (1 star). The AG of Vermont, however, is an active status, Air National Guard, federally-recognized colonel.

What is meant by "federally-recognized?" In last month's article, Article 1, Section 8, Clause 16 of the Constitution was mentioned. Under this clause, the states have the authority to appoint officers in the militia. Within each state there are a number (it varies from state to state) of state-funded militia positions, such as the Adjutant General. These positions are not "federally-

recognized," i.e. they are not considered to be part of the reserve components of either the air force or the army. The rank associated with these positions is only recognized by the state, and technically cannot be worn outside of the state, although traditionally the Chief, National Guard Bureau extends the courtesy of doing so to the Adjutants General. On the other hand, members of Guard units (part of the reserve components of the army or air force) are required to meet the same standards for membership as the active components, e.g. age, education, character, etc. Once the Chief, National Guard Bureau determines that an individual meets these criteria, recognition as a member of the reserve component of the army or air force is extended in that individual's particular rank.

In 44% of the states, the Adjutant General is responsible for all aspects of both military and civil emergency management planning and response. These states are: Alaska, Arizona, Hawaii, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Missouri, Montana, Nebraska, Nevada, New York, North Dakota, Ohio, South Carolina, South Dakota, Tennessee, Washington, Wisconsin, and Wyoming. Many of these states feel that planning and response efforts were enhanced because both the National Guard and civil emergency management offices were under the same leader. Of course, there are drawbacks to this arrangement as well. For instance, an Adjutant General may not view the National Guard's state mission as a priority, and may focus more on wartime or federal missions.

In the federal mission arena, the Guard can be brought to federal active duty under one of six sections of Title 10, United States Code. When activated under any of these sections, guard personnel are subject to the same Title 18 (Posse Commitatus Act) restrictions as the active components.

Certain sections of Title 10 are reserved specifically for wartime functions. Section 12301(a) (Full Mobilization) requires a congressional declaration of war or national emergency and carries no limitation as to the number of troops available for call-up, to include retirees. Section 12302 (Partial Mobilization) requires a declaration of national emergency, and allows for not more than one million troops for no longer than two years.

Section 12304 (Presidential Selected Reserve Call-up, or PSRC) only requires that the president notify congress, and provides for not more than 200,000 troops for no more than 270 days. Under this authority, Guard and Reserve units are activated for service in the Bosnia conflict. It should be noted that this authority cannot be used for disaster relief, it is a warfighting authority.

At the request of a state legislature or governor, the president may call the militia to federal service under Section 12406 (Guard Only) to suppress insurrection and enforce federal laws.

Both Sections 12301(b) and 12301(d) allow federalization of the guard and call-up of the other reserve components to provide disaster relief. Under 301(b), each service secretary has activation authority for short duration missions up to a total of 15 days per year for any operational mission. If guard units are to be activated under this authority, the governor must consent to the activation.

Section 12301(d) (RC Volunteers) allows for the activation of individuals (not units) within the reserve components. Each individual must consent to the activation, and in the case of guard personnel, the governor must also consent. There are no personnel or mission duration constraints. As a sidebar, persons serving at the National Guard Bureau, as well as active duty personnel in

reserve component units (not the National Guard units in the states) are active duty under this section and are subject to both Title 18 restrictions and the Uniform Code of Military Justice.

The personnel that are on active duty in state National Guard units serve under authority of Title 32 USC, which provides for the administration and maintenance of the units. Under Title 32, service members are under state control, although federally funded. In this capacity, much like State Active Duty, they are neither bound by Title 18 nor subject to the Uniform Code of Military Justice. Disciplinary actions are handled at the state level in accordance with state law.

Although sounding complicated, most of the intricacies are transparent to local responders. In short, at any given incident, there may be service members on duty all wearing the same uniform in State Active Duty (state funded and controlled), Title 32 (federally funded, state controlled), or Title 10 (federally funded and controlled).

The next installment will detail the roles and functions of the National Guard Bureau.

Major Tom Leonard is the National Guard Bureau Liaison Officer to the National Domestic Preparedness Office. He may be contacted at 202-324-0275 or by e-mail at thleonar@leo.gov.

NDPO LAW ENFORCEMENT ONLINE CHAT SESSION SET FOR DECEMBER

The NDPO will sponsor a Law Enforcement Online (LEO) chat session on **Monday, December 6th at 2:00 p.m. EST**. The chat session will offer LEO users an opportunity to ask questions about the NDPO initiatives in planning, training, equipment, information sharing,

exercises, and health and medical. The session will also offer an opportunity for the emergency response community to provide input and suggestions regarding future NDPO projects. NDPO personnel from all program areas will be available to answer questions or provide guidance on WMD preparedness matters.

To participate in the chat session, click Start, Programs, then either Microsoft Chat or Netscape Chat (whichever is your preference). In the box labeled Server: type "chat.leo.gov" and click the circle next to **Go to Chat Room** and type **#ndpo.** Please remember, you must be dialed into LEO to use Microsoft Chat with LEO. Click the tab **Personal Info** located at the top of the window. Enter your name and a nickname (you must enter a nickname to continue). Enter your LEO e-mail address and any other information you wish to include in the profile. Click **OK**. You will now be in the NDPO chat room. Your name will appear in the box on the right-hand part of your computer screen, along with all of the other participants in the chat session. Simply type in your question or comments in the space provided at the bottom of your computer screen.

Computer conferencing "Chat" sessions are tremendous communications tools, and the NDPO is planning a schedule of chat events for the upcoming year. Schedules will be published in upcoming *Beacon* issues.

Reminder: All public safety personnel are eligible for a **free** LEO membership and can contact the local FBI WMD Coordinator for an application.



OTTAWA,

ONTARI

O, CANADA FIRE DEPT. SYSTEMATIC APPROACH GUIDELINE

Written by Sid McClennan, Firefighter, Ottawa, Canada Fire Department.

The National Capital Nuclear Biological and Chemical (NBC) First Response Team, in Ottawa, Canada, was established in May of 1998 and developed an NBC Awareness Program for first responders, including police, fire, paramedics and hospital emergency room staff. Because such incidents are considered "low frequency, high risk operations," members from the committee developed a "Systematic Approach Guideline" in order to provide guidance for thought processes, should such an incident occur. Such an incident is likely to cause great confusion and chaos and achieving scene control shall be a major challenge, even for the most veteran responders.

The Guideline is aimed at fire department personnel, who would likely arrive at a scene within three to five minutes of alarm and is meant to complement the Awareness Program. Other emergency services such as police and ambulance, are likely to find useful information in the Guideline as well. Following development, the Guideline was reviewed by several agencies, both local and as far away as the U.S.A., in order to seek feedback. In addition, a prototype kit has been developed to enhance the use of the Guideline, by improving rescuer personal protection, rudimentary agent identification, decontamination and prehospital patient care.

The Guideline represents the accumulation of shared information from several sources, to whom we are most grateful for their assistance. The Guideline serves as a "Systematic Response" to such incidents and has been customized to the needs of the Ottawa Fire Department. It represents

a collaborative effort from representatives of all facets of emergency services. Other Fire Services and emergency agencies are certainly welcome to copy the Guideline and modify it to meet their own needs and response systems.

The guideline is currently placed on all first line apparatus.

For more information, call Captain John Gagnon, Ottawa Fire Department, Ottawa, Ontario, Canada, at (613) 247-4904.

Editor's note: The entire guideline is being included as a special addition to this month's issue of The Beacon. Please see the end of this newsletter for the complete guide. Items published in The Beacon are for informational purposes for the emergency response community. The material submitted does not necessarily imply review and acceptance by the interagency community represented at the NDPO.

"VIGILANT LION" EXERCISE

By Keith A. Spangler, Pennsylvania Emergency Management Agency

Weapons of mass destruction was the topic of the day for local, state and federal emergency responders who gathered at Ft. Indiantown Gap in Annville, Pa., Sept. 29 and 30.

"Vigilant Lion," a two-day exercise sponsored by the Pennsylvania Emergency Management Agency (PEMA), in cooperation with the U.S. Department of Energy, involved emergency personnel in a mock Weapons of Mass Destruction (WMD) incident involving a simulated radiological material release.

This full-scale exercise involved more than 300 participants representing 30 local, state and federal emergency response agencies that were tasked with managing hazardous materials, explosive ordnance, emergency management, law enforcement and emergency medicine response activities.

Exercise play involved the activation of emergency operations centers and the deployment of personnel and air and ground assets from all levels of government.

Vigilant Lion also involved the Department of Energy's Radiological Assistance Program (RAP) and the Pennsylvania National Guard's 3rd Military Support Detachment (MSD), Rapid Assessment Initial Detection (RAID) element. The RAID element is one of ten federally mandated teams responsible for supporting local and state emergency response to incidents involving weapons of mass destruction. This was the first training exercise held for the 3rd MSD.

The planning and preparation for Vigilant Lion took more than nine months and required participants to undergo extensive, specialized nuclear, biological and chemical training.

According to Thomas Hughes, CEM, Pennsylvania Emergency Management Agency's (PEMA) Radiological Officer and the exercise's lead controller, Vigilant Lion was an outstanding training opportunity for the participants and the more than 150 emergency management personnel and news media representatives who were on hand to observe the exercise. "Vigilant Lion provided a controlled environment that focused on a serious and growing threat facing emergency management personnel nationwide," said Mr. Hughes. "The opportunity to include all levels of emergency response, especially the newly-formed military Rapid Assessment Initial Detection (RAID) team, made the training both realistic and educational.

The lessons learned during these two days will certainly improve the Commonwealth's ability to effectively respond to and manage a terrorist threat if the need arises."

A copy of lessons learned from the Vigilant Lion exercise is available by writing to: Pennsylvania Emergency Management Agency (PEMA), John L. Bahnweg, Director Operations and Training, P.O. Box 3321, Harrisburg, PA 17105, or e-mail your request to: JBAHNWEG@STATE.PA.US or THUGHES@STATE.PA.US.

News Corner

VIRTUAL ALITY OGRAM DESIGNED FOR WMD ATTACK

National Laboratories Sandia developed a virtual reality program designed to help emergency responders practice the triage of mass casualties after a chemical or biological attack. The program, called BioSimmer, simulates a small airport that has been contaminated by a biological threat agent. Victims with various injuries are fallen throughout the airport, and the user must triage, diagnose, and treat each casualty. Sandia scientists have been researching virtual reality technology for nearly seven years with funding from the Defense Advanced Research Projects Agency. For more information, visit the BioSimmer website www.sandia.gov/vris/biosimmer.html.

PSYCHIATRISTS URGED TO PREPARE FOR WMD EFFECTS

Dr. Cleto DiGiovanni, Jr., of the National Naval Medical Center in Bethesda, MD published an article in the October issue of the *American Journal of Psychiatry* urging psychiatrists to prepare for a terrorist act using a WMD. Dr. DiGiovanni warns that widespread mental health disorders will follow an act of terrorism using chemical or biological weapons on US soil, which would make early psychiatric treatment essential for affected communities. The report also catalogs the mental illnesses that can result from the actual or feared exposure to chemical or biological weapons, and psychiatrists must distinguish between physical effects and psychiatric effects of the agent or the threat of exposure.

NEW NDPO ELECTRONIC HELPLINE

The NDPO has established a new electronic helpline at ndpo@leo.gov. The purpose for providing this address is to build a responsive communications link between the NDPO and the emergency response community. Stakeholders are invited to use the address to ask questions pertaining to WMD preparedness issues such as training, planning, exercises, equipment, information sharing, and health and medical. Your questions will be answered by NDPO personnel or subject matter experts in a timely manner. When using this new system, please provide your full name, agency, and telephone number.

THE BEACON STAFF NEEDS YOUR HELP

The Beacon staff is dedicated to publishing useful and relevant information for the emergency response community. We welcome articles relating to all facets of WMD preparedness,

including training, planning, exercises, equipment, health and medical, and information sharing. We also welcome suggestions or comments on improving the newsletter.

If you wish to contribute to *The Beacon*, please contact a member of the staff at the numbers/e-mail addresses listed below.

We would like to thank the federal, state, local, and private industry contributors to *The Beacon* during the past year.

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The Beacon is published monthly for members of the emergency response community. Please send articles, comments, feedback, and letters to the Information Sharing Team at the address listed above.

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For more information on the NDPO and back issues of *The Beacon*, visit the NDPO Internet s i t e a t www.fbi.gov/programs/ndpo/default.htm.

OTTAWA FIRE DEPARTMENT (CANADA) SYSTEMATIC APPROACH TO REAL OR POTENTIAL NUCLEAR, BIOLOGICAL OR CHEMICAL TERRORISM INCIDENTS

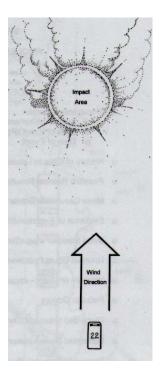
THIRD EDITION - MAY 25, 1999

SCENE INDICATORS - WARNINGS

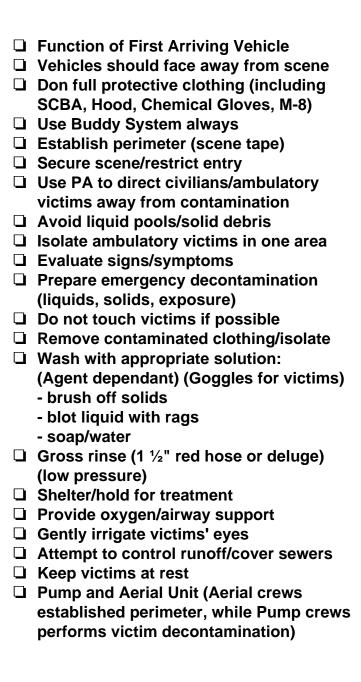
Occupancy/location: Symbolic/contentious/infrastructure/government/enclosed space Type of event (political/religious/multicultural/assembly) Time of event
History of calls to location
Possible related simultaneous calls (radio traffic)
Mass casualties/similar signs and symptoms
Evidence of explosion/no structural damage
Dead insects/foliage/birds
Unusual liquid puddles/powders - no apparent source
Vapors or mists - especially if indoors
Peculiar Odors
Discarded Chemical Containers
Discarded Dissemination Devices/equipment
Discarded Personal Protective Equipment
Placards/labels/threat Notes
Presence of Armed Perpetrators
Evidence of Forced/unauthorized Entry

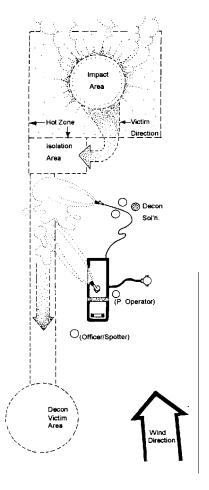
FIRST ARRIVING VEHICLE - ACTION GUIDE

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	Be aware of simultaneous radio traffic
	Note wind direction/weather conditions
	Approach from upwind/upgrade
	Assess scene from distance (binoculars)
	Advise responding units "Stage Away" until
	assessment complete
	Remain clear of topographical depressions
	(underground garages, transitways)
	Alert responding units of conditions
	Be alert for secondary devices (avoid
	dumpsters, mailboxes, manholes)
	Be alert for armed perpetrators
	Note casualty numbers/signs or symptoms
	Use PA to clear area (Direct victims to
	isolation area away from contamination.)
	Establish "unified command"
	Request assistance/alert other agencies
	☐ Hazmat (Radio Channel)
	□ Police
	☐ Ambulance
	☐ Safety Officer
	☐ Alert Hospitals
	☐ OC Transpo
	□ 2nd Alarm
	☐ 3rd Alarm
	☐ Regional Medical Officer of Health
	Secure area/restrict entry
	Consider evacuation or shelter in place of
	nearby population
	Assign dedicated spotter
	Determine safe staging area (Upwind/Downgrade)
ū	Request dedicated Radio Channel
	•
	Prepare site diagram
	Request assigned Public Information Officer
	Use air horn (3 blasts) to clear area of
_	personnel if conditions warrant
	POLOGINION IN CONTRICTION WALLAND



FIRST ARRIVING PUMP - ACTION GUIDE





** Rescue of non-ambulatory victims in periphery of Hot Zone should ONLY be attempted by team of two responders, with back-up team, making rapid entry (one minute) and exit, with immediate decontamination of victim and responders.

CHEMICAL WARFARE AGENTS SIGNS AND SYMPTOMS OF EXPOSURE

NERVE AGENTS

Tabun, Sarin, Soman, GF, VX

D - Diarrhea Later Stages:

U - Urination **Tightness in chest M - Miosis (Pinpoint Pupils)** Jerking and twitching

B - Bronchiospasm (Wheezing) Difficulty in breathing

E - Emesis (Vomiting) Nausea

L - Lacrimation (Tearing) Loss of consciousness S - Salivation/Runny Nose Convulsions/Apnea

All are heavier than air (unless dispersed under pressure). G agents may have a fruity odor (V agents may have a sulphur odor).

BLOOD AGENTS

Hydrogen Cyanide, Cyanogen Chloride

Hydrogen Cyanide is lighter than air; Cyanogen Chloride is heavier.

Headaches Strong gasping breaths Loss of consciousness Convulsions, Apnea (normal pupil size/no secretions)

BLISTER AGENTS

CHOKING AGENTS

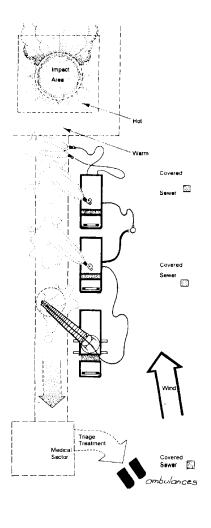
Mustard (Delayed pain) Phosgene, Chlorine Lewsite (Immediate pain)

Reddening of eyes/gritty irritation Irritation of eyes, nose, throat Reddening of skin Shortness of breath Severe itching/burning of skin Coughing, frothy secretions Sore throat/hoarseness Nausea, vomiting Dry cough/nausea/vomiting **Pulmonary Edema**

All are heavier than air All are heavier than air Odor of mustard, onion, or garlic Phosgene has odor of fresh mown hay Odor of geraniums (Lewsite)

SUBSEQUENT ARRIVING APPARATUS - ACTION GUIDE

Check previous Action Guides
Don full protective clothing
Assess changing conditions
Establish water supply to first pump
Replace/complement decon operators
Establish separate decon area for responders
Replace air to decon operators
(Decontaminate first; safe area)
Decon first arriving responders
☐ Bag/tag clothing if contaminated
☐ Establish rehabilitation area
Establish PAS system
Enhance decon corridor if necessary
☐ Additional lines
☐ Additional solutions
☐ Additional pump
☐ Inflated fire hose for runoff control
☐ Use of aerial deluge (low pressure)
Provide for victim privacy/shelter
Use of PPV to dissipate vapors
Advise Hazmat of preliminary
conditions/signs/symptoms
Maintain unified Command Post
Establish interagency communications plan
Prevent/reduce agent off-gassing
If safe to do, after consulting Hazmat
☐ Shut down HVAC
☐ Note ventilation exhaust locations
☐ Seal off area (plastic, tape)
☐ Close doors/windows
☐ Isolate evacuation corridor
□ Cover agent (foam)
☐ Check for wandering hidden victims
Reassess scene perimeters
☐ Establish media area



POSSIBLE INDICATIONS FOR DECONTAMINATION
 □ Victim complaining of agent sign/symptoms □ Liquid/solid residue observed on victim □ Victim in close proximity to dissemination device □ Victim clothing torn/signs of chemical degradation/discoloration □ Victim walked through liquid pool or Hot Zone □ Victim rubbing eyes/skin or is agitated Multiple patients: Priority will be placed on (1) decon of ambulatory patients; (2) decon conscious, non-ambulatory patients; (3) unconscious patients.
DECONTAMINATION ACTION GUIDE/CONSIDERATIONS
 □ Isolate ambulatory contaminated patients from uncontaminated patients. □ Removal of shoes/socks within hot zone □ Removal of remainder of clothing/consider privacy □ Removal of personal effects (bag/tag) □ Removal of underwear (liquid agent residue) □ Protect victims eyes (GOGLES) □ Brush off solid/particulate residue with soft brush □ All contact with victim should be gentle, to avoid skin disruption □ Apply RSDL via pouch applicator (2 pouches per adult). (RSDL can be used in victin eyes if exposure has occurred) No RSDL in open wounds. OR □ Blot off oily viscous liquid with soft cloth □ Apply solution of 0.5% Hypochlorite with soft brush or sponge (not in eyes). Hypochlorite not for use on tear gas victims □ Assure back, armpits, hair and genitalia are washed □ Rinse thoroughly avoiding overspray/cross contamination □ Apply Ivory Soap solution (premeasured) □ Rinse thoroughly avoiding overspray/cross contamination □ Irrigate victims' eyes gently for at least 5 minutes (water/saline) □ Dress open wounds □ Proceed to medical treatment area □ Keep victims at rest
Note: If above solutions are unavailable, or there is a large number of contaminated patients, copious amounts of water, applied at low pressure is an alternative to the above.

OTTAWA FIRE DEPARTMENT (CANADA) N.B.C. FIRST RESPONSE KIT PROTOTYPE KIT AUGUST 20, 1999

Personnel Protection Enhancement:

- 7 Large Garbage Bags w/Precut Head/Arm Openings
- 7 Large Garbage Bags w/Precut Leg Openings
- 7 Pairs Nitrile Gloves (Inner)
- 7 Pairs Butyl Rubber Gloves (Outer)
- 2 Rolls Duct Tape (or "Chem-Tape2")
- 3 Pouches of "Reactive Skin Decon Lotion"

Agent Identification:

- 1 Pad of M-8 Paper
- 1 NBC Suggested Guideline Brochure

Victim/Rescuer Decontamination:

- 2 45 Litre Plastic Tote Boxes w/Lid (Labeled Soap/Water)
- 2 Containers of Ivory Soap (or Green Soap)
- 2 Pairs Adjustable Chemical Goggles (Victim Eye Protection)
- 1 Whisk (Dry decontamination)
- 1 Soft Bristle Brush (Dry decontamination)
- 3 Soft Sponges
- 1 Roll or Package of Shop Towels (Blotting off oils)
- 10 Clear Victim Clothing Bags w/Attached Tags and Elastic Bands
- 10 Large Colored Garbage Bags (Victim Privacy)

Patient Care:

- 3 Non-rebreather Oxygen Masks
- 1 Oxygen Tank Manifold
- 3 Spare V-Vac Canisters
- 2 Eye Wash Bottles (For Gentle Application)
- 10 Patient Care Record Forms